

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 SSO-00 NSCE-00 USIE-00 INRE-00

CU-02 CIAE-00 PM-04 INR-07 L-03 ACDA-05 NSAE-00 PA-01

SS-15 PRS-01 SP-02 TRSE-00 SAJ-01 DODE-00 NSC-05 /059 W

----- 013362

O R 291657Z AUG 75

FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 2490

INFO USMISSION NATO BRUSSELS IMMEDIATE

CINC EUR VAIHINGEN

AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY BRUSSELS

AMEMBASSY COPENHAGEN

AMEMBASSY THE HAGUE

AMEMBASSY LISBON

AMEMBASSY LONDON

AMEMBASSY LUXEMBOURG

AMEMBASSY OSLO

AMEMBASSY OTTAWA

AMEMBASSY PARIS

AMEMBASSY REYKJAVIK

AMEMBASSY ROME

USNMR SHAPE

USLO SACLANT

CINC USAREUR HEIDELBERG

CINC USAFE RAMSTEIN

C O N F I D E N T I A L SECTION 01 OF 02 BONN 14165

E.O. 11652: GDS

TAGS: NATO, CSCE, PARM, PFOR, GW

SUBJECT: CSCE/CBMS: IMPLEMENTATION OF CBMS ON
OBSERVERS

REF: STATE 205873

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SUMMARY: THE FRG HAS ADVISED US OF ITS "PREFERRED

POSITION" ON INVITING OBSERVERS TO "REFORGER 75".
THE FRG WANTS TO INVITE "ALL PARTICIPATING STATES",
ASKING THEM TO DESIGNATE EMBASSY STAFF MEMBERS
ACCREDITED IN BONN TO ACT AS OBSERVERS. ON THE
DEPARTMENT'S DRAFT TEXT NOTIFYING "REFORGER 75", THE
EMBASSY BELIEVES THERE WILL BE PROBLEMS WITH THE
GERMANS ON THE INCLUSION OF "STRAFFE ZUEGEL."
END SUMMARY.

1. RUTH INVITED US TO HIS OFFICE ON AUG. 29 TO HEAR
THE FRG "PREFERRED POSITION" ON INVITING OBSERVERS
TO REFORGER. RUTH SAID THE "PREFERRED POSITION"
HAS BEEN COORDINATED WITH FMOD AND HAS BEEN APPROVED
BY FONOFF ACTING POLITICAL DIRECTOR REDIES. HE SAID
FURTHER HE HOPED TO SHOW IT TO SOMEONE HIGHER --
PRESUMABLY STATE SECRETARY HERMES OR GEHLHOFF -- THIS
AFTERNOON.

2. STATES TO BE INVITED: RUTH SAID THAT AFTER A
LONG INTERNAL DISCUSSION WEIGHING THE VARIOUS PROS
AND CONS OF THE MATTER, THE FRG HAS DECIDED THAT
"ALL PARTICIPATING STATES" SHOULD BE INVITED TO
SEND OBSERVERS TO REFORGER. RUTH THEN WENT ON TO
NOTE THAT THIS WOULD NOT PRECLUDE INVITATIONS TO
OBSERVERS FROM SELECTED COUNTRIES TO EXERCISES WHICH
TAKE PLACE AFTER REFORGER. RUTH SAID THE FRG BELIEVES
THAT THE ORGANIZATIONAL PROBLEMS ASSOCIATED WITH
INVITING ALL PARTICIPATING STATES COULD BE HANDLED
BY LIMITING THE INVITATIONS TO ONE OBSERVER PLUS
DRIVER. (COMMENT: IN FURTHER PROBING ON THIS POINT,
RUTH SAID THE FRG COULD PROBABLY AGREE TO ACCEPT
AT LEAST TWO OBSERVERS FROM EACH STATE. END COMMENT.)

3. DESIGNATION OF OBSERVERS: ON THIS POINT, RUTH
INDICATED THE FRG WAS MAINTAINING ITS PREVIOUS
INFORMAL POSITION, I.E., DIPLOMATIC MISSIONS IN
BONN WOULD BE ASKED TO DESIGNATE A MEMBER(S) OF THE
EMBASSY STAFF TO SERVE AS OBSERVER. THE FRG'S MAIN
RATIONALE FOR THIS POSITION IS THAT IT IS THE EASIEST
WAY TO HANDLE THE PROBLEM UNDER THE GIVEN CIRCUMSTANCES.
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RUTH IS NOT BOTHERED BY THE FACT THAT WARSAW PACT
COUNTRIES, INCLUDING THE SOVIET UNION, WOULD HAVE TO
DESIGNATE CIVILIANS UNDER THIS PLAN. HE ARGUED THAT
THE SOVIETS WOULD REALIZE THAT THEY COULD SEND A
MILITARY ATTACHE TO ACT AS AN OBSERVER AS SOON AS
THEY HAD CONCLUDED AN APPROPRIATE AGREEMENT WITH
THE FRG. (COMMENT: THE GERMANS MIGHT SEE THIS AS
A WAY TO APPLY PRESSURE ON THE SOVIETS TO AGREE TO

AN EXCHANGE OF MILITARY ATTACHES. END COMMENT.)
4. IN RESPONSE TO EMBOFF'S QUESTION ABOUT WHETHER THE FRG
COULD ACCEPT A SOVIET MILITARY OBSERVER FROM MOSCOW,
RUTH REPLIED THAT THE LEGAL QUESTION HAD BEEN EXAMINED
BY THE FONOFF LEGAL SECTION. IT HAD BEEN POINTED OUT
THAT PARA 7 OF THE 1964 VIENNA CONVENTION REQUIRES
THAT ALL PROSPECTIVE MILITARY PERSONNEL MUST BE
NOTIFIED AHEAD OF TIME TO THE RECEIVING STATE.
MOREOVER, SUCH MILITARY REPRESENTATIVES WOULD THEN
BE ADDED TO THE DIPLOMATIC LIST AS MILITARY ATTACHES.
(COMMENT: RUTH EMPHASIZED IN DISCUSSING THE VIENNA
CONVENTION THAT HE WAS NO LAWYER AND HE WAS NOT SURE
OF ALL DETAILS. THE DEPARTMENT WILL WISH TO EXAMINE

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 14165

THE PARAGRAPH CITED. END COMMENT.) IN CONCLUDING HIS ARGUMENT FOR THE FRG POSITION, RUTH POINTED OUT THAT THE US WOULD NOT BE PRECLUDED FROM DESIGNATING ITS OWN MILITARY ATTACHES ASSIGNED TO WP COUNTRIES. IN EFFECT, THE ONLY DISADVANTAGED WESTERN COUNTRY WILL
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BE THE FRG UNTIL SUCH TIME AS MILITARY ATTACHES ARE EXCHANGED WITH THE WARSAW PACT.

5. ISSUANCE OF INVITATIONS: RUTH SHOWED US A DRAFT INVITATION PREPARED BY THE FRG WHICH INCLUDED MENTION OF THE OTHER PARTICIPATING STATES. THE DRAFT INVITATION IS MODELED AFTER THE LANGUAGE SUGGESTED BY THE DEPARTMENT (STATE 192319). IN DESCRIBING HOW THE INVITATION WOULD BE ISSUED, RUTH SAID IT WOULD BE SENT TO EMBASSIES IN BONN UNDER COVER OF A NOTE VERBALE. THE NOTE VERBALE WOULD INCLUDE AN INSTRUCTION TO THE EMBASSY THAT THE OBSERVER DESIGNATION MUST BE MADE TO THE FRG WITHIN A SPECIFIED PERIOD.

6. DEPARTMENT SHOULD NOTE THAT PARA 2 OF REFTTEL INCLUDED A DRAFT TEXT ON NOTIFYING :REFORGER "REFORGER 75" THAT MAY GIVE THE GERMANS SOME PROBLEMS. THE DRAFT TEXT IN THE SECTION ENTITLED "NAME OF THE EXERCISE" ALSO INCLUDED FIELD MANEUVERS "STRAFFE ZUEGEL" AND "CERTAIN TREK". IT IS THE EMBASSY'S UNDERSTANDING THAT "STRAFFE ZUEGEL" IS NOT REPEAT NOT PART OF REFORGER 75. THE US UNIT PARTICIPATING IN "STRAFFE ZUEGEL" IS PART OF REFORGER ONLY FOR THE MOVEMENT PHASE, NOT RPT NOT THE MANEUVER PHASE. MOREOVER, WE BELIEVE PLACING "STRAFFE ZUEGEL" UNDER "REFORGER" WOULD ALMOST CERTAINLY NOT MEET WITH THE APPROVAL OF THE GERMANS. THE DAO ADVISES THAT GERMAN ARMY COMMANDERS CONSIDER THIS EXERCISE AN INTERNAL AND BILATERAL DIVISION MANEUVER. WE UNDERSTAND THAT THE GERMAN MILITARY DO NOT CONSIDER "STRAFFE ZUEGEL" TO BE NOTIFIABLE NOR SUBJECT TO VISIT BY OBSERVERS BECAUSE THEY BELIEVE IT IS BELOW THE SIZE LIMIT AGREED AT HELSINKI. IF "STRAFFE ZUEGEL" WERE

INCLUDED IN THE "REFORGER 75" INVITATION, OBSERVER
HANDLING WOULD HAVE TO INCLUDE BOTH EXERCISES AND
WOULD CREATE A VERY DIFFICULT COORDINATION PROBLEM
BECAUSE THE EXERCISES ARE FAR REMOVED FROM EACH OTHER.

7. WE PASSED THE DRAFT TEXT OF THE NOTIFICATION TO
RUTH. ALTHOUGH HE DID NOT REACT IMMEDIATELY TO THE
INCLUSION OF "STRAFFE ZUEGEL" IN THE NOTIFICATION,
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RUTH SAID LATER THAT THE GERMANS HAD BEEN WORKING
UNDER THE ASSUMPTION THAT THE NOTIFICATION/
OBSERVER PROBLEM CONCERNED THE "CERTAIN TREK"
PORTION OF "REFORGER 75".
CASH

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